

**Transportation Security Administration
Performance Targets and Action Plan
180 Day Report to Congress**

19 May 2002



Introduction

This report has been prepared for submission to Congress in response to the following directive of Section 130 of the Aviation and Transportation Security Act (ATSA), Public Law 107-71, 115 Stat. 597 enacted on 19 November 2001: "...the Under Secretary for Transportation Security may, in consultation with Congress:

- i) Establish acceptable levels of performance for aviation security, including screening operations and access control, and
- ii) Provide Congress with an action plan, containing measurable goals and milestones, that outlines how those levels of performance will be achieved."

The purpose of this report is to share with Congress the preliminary work that we have completed in the areas of performance measurement and management for aviation security and to provide the opportunity for feedback as we work to fully develop and implement our processes and performance systems to measure progress.

Performance-based Organization

TSA is committed to being a leading-edge, performance-based organization—an organization whose operative culture establishes performance expectations that support the mission; drives those expectations into organizational and individual performance plans; and collects objective data to assess its performance. We have made significant progress.

TSA is currently measuring its performance and collecting information to establish performance baselines against which we will manage and assess our performance in the future. Our overall strategic performance goal is to prevent intentional harm or disruption to the transportation system by terrorists or other persons intending to cause harm. There are many activities that must be performed to achieve that goal—many are being performed today, while others are being defined and refined by TSA. We have focused on an initial set of three process performance goal areas, that give us a top-level view of our progress during FY02 and early FY03. These goals will be evolving rapidly over the next 6-12 months as TSA operations come on line and we learn what is required to effectively manage the operation and what specific levels of performance should be expected that ensure we meet the overall TSA goal. The strategic goals on which initial performance measures will be based and reported are:

- Meeting the ATSA mandates to federalize transportation security, beginning with the aviation system. We are collecting and assess our performance in federal takeover of security operations at airports, federalizing the key security processes, and transitioning the security workforce to federal employees.
- Maintaining aviation security. We are collecting and measure our performance in implementing security technologies and in increasing the skills of the security workforce through comprehensive training.

- *Servicing our customers.* We are collecting information to baseline customer satisfaction as well as perceptions of the quality and courteousness of our security operations, including their wait times.

TSA has fielded an interim performance measurement data collection and reporting capability. Our Performance Measurement Information System provides timely information to help ensure we meet our mandates to federalize transportation security. The same system provides information on security activities in the field and supports our airport Federal Security Directors (FSDs) as they manage their operations. This system is a first step capability that will be enhanced as we learn what is needed to best manage the agency. It embodies the performance-based management culture that is critical to meeting our mission with the full confidence of the Congress, the Administration, and the American public.

TSA's performance management system has a strong foundation:

- We have committed to a process-based performance management approach with centralized monitoring to assure consistent performance across the transportation system. We will proactively manage processes to achieve our mission and avoid being in a reactive posture.
- We have identified and described our mission essential business and security processes, designated process owners and performers, and are identifying the specific performance expectations and measures for those processes.
- We are implementing cost effective methods and tools to collect, analyze, and use performance measures to assess TSA's progress in meeting our mission and to assure accountable parties meet their commitments.
- We have developed a performance measurement, management, and reporting infrastructure that draws on a common data set. The same data set that provides information to our field managers for operational management also provides information to TSA headquarters staff for overall system performance assessment, risk assessment and management, and operational review and oversight. That same system provides the data to report on our progress to Congress.

President's Management Agenda

TSA's performance management approach also ensures that we are in accord with the President's Management Agenda in several key areas:

- With respect to Human Capital Management, our process-based approach will define what needs to be done down to the level of individuals or small work groups.
- With respect to Financial Management and Budget/Performance Integration, our approach will be used to identify the resources required to execute processes. By design, we will automatically be able to tie resource requirements and expenditures to performing mission-critical processes and achieving desired results. Likewise, we will be able to understand where additional resources are required and what are specific trade-offs should they not be available.

- Our performance management system utilizes a Web-based tool, and will be an excellent federal government example of leveraging the internet to efficiently perform a critical governmental function.

Performance Measures to Track Progress

TSA is at the beginning of rolling out security to airports. Specific security and business processes are being refined and prototyped in the field and in Headquarters. We are confident that our ultimate performance goal will be achieved: no intentional harm or disruption to the nation's transportation system. However, the contributing performance levels for each element of the transportation security system must be tested in real life operations and be allowed to stabilize.

As TSA is mandated to 'stand up' components of its organization and engage in distinct transportation security activities on particular timelines, these requirements have been employed as initial performance measures for the agency. TSA's FY02 performance goals relate to the procedural aspects of federalizing aviation security and assuming the central responsibilities of transportation security. For FY03, TSA will finalize and implement performance outcome goals and measures on which TSA's management success is based.

Initial goals have been broken into three main areas for the purposes of Government Performance and Results Act (GPRA) reporting:

- Transition security functions and responsibilities at airport facilities
- Deploy equipment and workforce improvements to enhance security
- Baseline our performance in meeting customer expectations

Building from these strategic goal areas, measures to serve as initial indicators of success for TSA's operations have been identified (Exhibit 1). They are aimed at providing essential management information to FSDs, TSA Executives, and Congress, as well as measuring progress against the agency's Performance Plan goals.

Exhibit 1, Government Performance and Results Act Measures

Measure/ Data	Definition / Purpose
Federalize Aviation Security	In order to measure the TSA's progress in federalizing aviation security, there are two primary indicators: percentage of staff required that are on board and percentage of airports that have been rolled over to federal authority.
	% authorized Federal Security Directors (FSDs) that have been hired % required Federal Air Marshals (FAMs) that are operational (hired and trained) % authorized LEOs operational (hired and trained) % authorized passenger screeners deployed % authorized baggage screeners deployed % airports with fully federalized screeners

Measure/ Data	Definition / Purpose
Progress of federalizing checkpoint passenger / gate passenger / baggage / cargo screening process, physical access control, and perimeter security (1) Process design complete (2) Pilot rolled-out (3) # airports with federalized security process (4) % airports with fully federalized security processes	
Improve Security	As it federalizes aviation security, the TSA will, at a minimum, maintain the integrity of the security system. Although additional security measures will be developed and utilized in the future, improving security initially will be measured by success in screening bags with Explosive Detection System/Explosive Trace Detection machines and by ensuring that screeners have appropriate training (currently defined as 40-hours of classroom and 60-hours of On-the-Job training).
% Bags screened through explosive detection systems (EDS)/explosive trace detection systems (ETD) % Screeners with 40-hour training completed % Screeners with 60-hour OTJ training completed	
Customer Satisfaction	One of TSA's goals is to be customer-focused in its aviation security activities. Initially, customer satisfaction will be captured by monitoring numbers of customer complaints and customer wait time. A national poll and customer surveys (distributed at the airports) are planned methods to supplement this performance information.
# complaints per 1,000 passengers Average wait time (collected on an hourly basis) at passenger screening checkpoints	

Performance Plan Measures

For FY03, TSA will set forth specific security outcome performance goals and measures. These may change as it is determined which performance measures drive effective security results and which are critical for external reporting. The areas from which these goals will flow:

- **Federalization:** Complete aviation security federalization and begin processes for other modes
- **Security:** Prevent successful terrorist (or other) incidents; Implement and utilize security technology; Hire, train, certify, and monitor the performance of a security workforce; Utilize Federal Air Marshals to cover flights
- **Customer Service:** Monitor wait times, Establish Customer Satisfaction Index
- **Efficiency:** Monitor security costs per enplanement and security checkpoint throughput

Performance Measurement System Fielded

An initial performance measurement system that enables the collection and presentation of performance measures data was fielded on 25 April 2002. This system—a first step toward the development of the operational performance management system—collects data from Headquarters' functions and operators in the field to measure how well the new TSA-specified processes are performed and the security results/outcomes that are

achieved. It presents these data through a series of Web-based reports that provide information for management and front-line decision making as well as externally-required reporting. TSA Executives, Federal Security Directors, screener supervisors, and Strategic Planning and Management staff access this system. By fielding this system, the operational tone of the TSA is one that is performance driven.

Although the TSA is currently focusing much of its staff energies and resources on responding to its aviation security requirements, it remains the federal agency responsible for developing policy and overseeing all transportation security concerns. The performance framework that has been created allows for TSA's performance management system to accommodate this expansion of organizational duties and responsibilities, including both expanding into other modes and redefining activities within existing processes and modes.

Plan of Action and Milestones for Screening Operations and Access Control

Screening Operations

Although performance expectations for specific screening operations (e.g., confiscation of weapons and other prohibited items at checkpoints) have not been fielded, this information is being captured for internal operations decision making and as baseline information to be used in setting performance expectations. We also have identified performance measures and are utilizing proxy data to ensure that we are accountable for prompt and measurable success. Specifically, our performance measures, milestones and proxy data for Screening Operations are illustrated in Exhibit 2.

Exhibit 2, Passenger and Baggage Screening Operations

Intended Performance, Measurable Goals and Milestones for FY02/FY03		
Measure/Proxy Data	Intended Performance (FY02/FY03)	Milestones
1) Processes for Passenger & Baggage Screening Defined	1) Complete FY02	1) Completed
2) Crew Training Developed	2) Complete FY02	2) Completed
3) Pilot Passenger, and Baggage Screening Operations	3) Complete FY02	3) Completed
4) Federalize Passenger Screening Processes	4) Implement Federalized Passenger Screening Processes	4) Complete 100% of 429 airports by 19 November 2002
5) Federalize Passenger Screening Workforce	5) Deploy Federalized Passenger Screening Workforce	5) Hire and Deploy 100% of Authorized Workforce by 18 November 2002
6) Federalize Baggage Screening Processes	6) Implement Federalized Baggage Screening Processes	6) Complete 100% of 429 airports by 31 December 2002
7) Federalize Baggage Screening Workforce	7) Deploy Federalized Baggage Screening Workforce	7) Hire and Deploy 100% of Authorized Workforce by 31 December 2002
8) Train Screeners	8) 100% of Screeners have 40 hours Classroom and 60 hours OJT training	8) Continuous Measurement – Should Always be 100%
9) EDS/ETD Screen Bags	9) 100% of Bags EDS/ETD Screened by 31 December 2002	9) Screen 100% of Bags via EDS/ETD at 429 airports
10) Implement Process driven, Quantitative Operations Management Capability	10) Operational Performance Management System Developed and Deployed	10) Completed Development and Deployment of Proof-of-Concept Performance Measurement System
11) Develop Risk Model to Determine Acceptable Levels of Security Risks/Methods to Appropriately Mitigate Risk	11) Risk Model(s) Developed	11) Risk Contributors Identified

Access Control (Perimeter and Physical Access)

The ATSA calls for improved airport perimeter access security including security of aircraft, ground access to secure areas, and airport perimeter screening. As one component of this, the Law requires that TSA “establish pilot programs in no fewer than 20 airports to test and evaluate new and emerging technology for providing access control and other security protections for closed or secure areas of the airport.” The TSA is developing a list of airports that are candidates for these pilot programs.

In addition to its access control pilot programs, the TSA has established a DOT Credential Office that will be responsible for developing a credentialing system to control access to transportation operations areas. A technical architecture for this system has been developed and industry has been engaged to receive feedback on the DOT/TSA’s credentialing plans and methods. The credentialing system is on schedule to be piloted prior to the close of the fiscal year.

Performance measures, milestones and proxy data for Access Control include the following as shown in Exhibit 3.

Exhibit 3, Access Control

Intended Performance, Measurable Goals and Milestones for FY02/FY03		
Measure/Proxy Data	Intended Performance (FY02/FY03)	Milestones
1) Establish Access Control Pilots	1) Twenty access control pilots established	1) First access control pilot established
2) Develop Credentialing System Architecture	2) Credentialing System Architecture Developed FY02	2) Completed
3) Engage Industry on Credentialing Processes/Methods	3) Industry Engaged FY02	3) Completed
4) Establish Credentialing System Pilot	4) Pilot Established FY02	4) Determine Date for Pilot to Begin

Role of Other Organizations

Although TSA is responsible for all transportation security activities, there are other stakeholders and federal agencies whose operations are critical to the initial operational success of TSA. These include airlines, airport authorities, the National Guard, and state and local police. In addition, the FAA and the intelligence community have key roles in supporting TSA as it works to achieve its goals. The responsibilities of these organizations include providing regulatory oversight, policy development, and oversight of select security screener activities in the form of Law Enforcement Officer oversight and interventions.

In FY02, security performance goals for modes other than aviation are subsumed within the performance plans of the relevant DOT modal administrations. TSA will incorporate non-aviation security performance targets into its FY03 Performance Plan.

Conclusion

TSA, in its first year of operations, faces significant challenges and very high expectations. Although the agency is responsible for “security in all modes of transportation,” Public Law 107-71, the ATSA, laid out very clear expectations for TSA’s assumption of aviation security standards. Accordingly, it is these expectations that TSA is working to fulfill in its initial years.

The initial aviation security goals of TSA have been broken into three main categories for the purposes of Government Performance and Results Act reporting: (1) Federalize aviation security, (2) Improve/maintain aviation security, and (3) Customer satisfaction. In each of these arenas, clear measures of performance have been established and staff responsible or accountable for performance have been determined. An initial performance measurement system has been developed that allows for data collection and presentation of these initial performance measures.

As TSA continues to define and execute the processes for which it is responsible (i.e., aviation, maritime, and land transportation security activities) and determines the drivers of transportation security risk and related critical performance measures, the initial

performance measurement system will give way to an operational performance management system. This performance management system will feed both operational performance management decision making and system-wide performance analysis.

The system will provide a central source of performance and risk information, enabling information on security readiness to be derived from actual operational performance. The system will include data to develop and report internal and external performance measures, operational performance data (e.g., security machine performance data), and will rely largely on automated data collection and reporting. It will be scaleable functionally and technically to respond to the evolution and expansion of TSA's mission and scope (e.g., into all modes of transportation security). And it will enable TSA to provide in our future performance reports the following information: (1) what are critical security measures, (2) what are the outcomes of our activities as they pertain to transportation security, (3) is our performance improving or worsening/is it at acceptable levels, and (4) is our transportation security system yielding acceptable levels of risk for our nation's travelers, as well as the industries that rely on the transport system.

TSA is well on its way to being among the federal government leaders in performance measurement and management. That is fitting, given the importance of our mission. We cannot fail. And we must have the mechanisms to know where our performance stands and to assure the American people the transportation system is as secure as we can make it, given the many (sometimes competing) interests, constraints, and expectations.